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ABSTRACT

A study examined the use of, and the need for, the Carl D. Perkins Vocational and Applied Technology Education Act funding reserves for sex equity programs and programs for displaced homemakers, single parents, and single pregnant women. Of 34 local program operators interviewed, 17 received sex equity grants, and 22 received displaced homemaker, single parent, or single pregnant women grants. Nine states provided comprehensive enrollment and outcome data: Arizona, Florida, Georgia, Idaho, Maine, Oregon, Pennsylvania, Tennessee, and Wisconsin. In Oregon, employment and wages steadily rose each year following participation in a displaced homemaker/single parent program. In Florida, 71 percent of participants were employed and doubled their incomes at the time of enrollment. An Arizona follow-up survey revealed an increase in median hourly wage and median hours worked. Following completion of Georgia's "New Connections" displaced homemaker/single parent programs, average salary was over $7,000 more than the average placement salary for Georgia high school graduates. In Maine, 59 percent reported being employed in a 6-month follow-up survey. Pennsylvania calculated savings of $1,966,524 that accrue to the state from displaced homemaker/single parent programs due solely to reductions in public assistance. Family empowerment programs were recommended as a continued focus of federal vocational education and job training initiatives. (Demographics of program participants and excerpts from the Perkins Act are appended.) (YLB)

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EMPOWERING AMERICA'S FAMILIES

DOCUMENTING THE SUCCESS OF VOCATIONAL EQUITY PROGRAMS FOR WOMEN AND GIRLS

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NCWGE National Coalition for Women and Girls in Education
Vocational Education Task Force

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The National Coalition for Women and Girls in Education (NCWGE) is a nonprofit organization of more than 50 organizations dedicated to working to improve educational opportunities and equality for women. Established in 1975, the Coalition has been a major force in the development of national education policies that benefit women and girls of all racial and ethnic groups, as well as women and girls with disabilities.

The Coalition on Women and Job Training, established in 1992, is a nonprofit organization of more than 40 women's labor, and civil rights organizations devoted to improving the access to and quality of employment and training services available to women.

The Vocational Education Task Force, a joint working group of the National Coalition for Women and Girls in Education and the Coalition on Women and Job Training, has a long history of working toward improving the quality of vocational services. Their contribution during the reauthorizations of the Carl D. Perkins Vocational and Applied Technology Education Act in 1984 and 1990 resulted in significant measures to increase the availability of innovative programs to women and girls.

NCWGE wishes to express their deep appreciation to Catalina Boggio, Women Work!, for her work compiling all the information gathered for this survey, drafting the report and managing its production and dissemination.

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EMPOWERING AMERICA'S FAMILIES

DOCUMENTING THE SUCCESS OF VOCATIONAL EQUITY PROGRAMS FOR WOMEN AND GIRLS

Prepared by the Vocational Education Task Force of the
National Coalition for Women and Girls in Education
Washington, DC
March, 1995

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"Two years ago, only two weeks after starting here at the College of Alameda, I found myself homeless and without any source of income. My husband had been verbally and physically abusive throughout our marriage, but the fact that I was in school and looking for work was more than he could stand for. He threw me out of the house on a rainy January night. A week later I returned to the college to withdraw from my classes. Fortunately for me, the counseling receptionist would not let me pull out of school. Instead, she took me to Ruth and Edna in the women's center (Perkins-funded displaced homemaker program) to get help. ... Ruth helped me get free day-care for my son, and sent me to go talk to my teachers so that I would not be marked down for my absences while I got emergency welfare and housing. Soon I was able to get a part-time job, but that was not enough to pay for my books. Each quarter, Edna has been there with a book voucher for me. Whenever I have needed to talk to someone, whenever I have needed scholarship and internship reference books, whenever I have had an emergency of any kind, Ruth and Edna have been there for me. ... I cannot imagine now what it would be like to not have the opportunities that have been opened up because of Ruth and Edna." - Elizabeth, a former participant of the College of Alameda Single Parent & Displaced Homemakers Program; Oakland, California

Ruth and Edna may sound like personal guardian angels, but the fact is, thousands of families in desperate situations have received much needed aid and support through programs run by people like them.

EXECUTIVE SUMMARY

Most Americans do not need to be told of the many barriers families face in order to stay together and become economically stable, particularly when the family is headed by a single wage earner. The high costs of dependent care, health care, tuition and housing, the vicious cycle of dependency on public assistance, and the continuing lack of real economic opportunities for women, are all bricks in the wall that separate so many families, especially families of color, from economic security. What many do not know is that there is a unique network of exemplary programs which for years successfully have been empowering families to overcome the barriers to financial independence. These programs, funded through **sex equity**, and **displaced homemaker, single parent, and single pregnant women** provisions in the Carl D. Perkins Vocational and Applied Technology Education Act (Perkins Act), are **family empowerment programs** because they improve the financial stability of families by providing needed education and job training services to women and girls across the country.

THE FUNDING RESERVES

The Perkins Act currently requires states to designate 10.5 percent of the Perkins basic grant funds for two types of programs -- programs to eliminate sex bias and stereotyping (often referred to as "sex equity" programs) and programs for displaced homemakers[1], single parents and single pregnant women (often referred to as "displaced homemaker/single parent" programs). Of the 10.5 percent funds, 3 percent must be awarded to sex equity programs, 7 percent to displaced homemaker/single parent programs, and the remaining 0.5 percent of funds is divided between the two at each state's discretion.

These funds are intended to combat the continuing trend of women and girls being tracked into programs that, more often than not, lead to low-wage, predominantly-female jobs with little opportunity for advancement, and to provide specialized services designed to meet the many needs of displaced homemakers, single parents, and single pregnant women. This report assesses the success of, and the need for, these family empowerment programs.

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[1] A "displaced homemaker" refers to an individual who: 1)has been providing unpaid services to family members in the home, 2)is unemployed or underemployed and is experiencing difficulty in obtaining or upgrading employment, and 3) has been dependent on the income of another family member but is no longer supported by that income, or is dependent on public assistance and whose youngest child is within 2 years of losing eligibility.

THE ASSESSMENT

To inform the current discussion about vocational education and job training reform, the joint Vocational Education Task Force (Task Force) of the National Coalition for Women and Girls in Education (NCWGE) and the Coalition on Women and Job Training[2] collected information from several selected states to assess whether the funds allocated for sex equity and displaced homemaker, single parent, and single pregnant women programs have improved program quality and services, increased job opportunities for women, and increased family self-sufficiency. Ten states were selected to create a representative sample based on population density and geographic and economic characteristics. To conduct the assessment, the Task Force contacted the sex equity administrator of each of the 10 states -- California, Louisiana, Michigan, Missouri, Montana, New York, Pennsylvania, South Carolina, Texas, and Wisconsin -- and collected statewide information and contacts for local programs. The Task Force then collected specific data from local programs within each state.

OUTCOMES

In short, the Task Force found that these programs have been highly successful in empowering families by introducing women and girls to high-wage career options and giving displaced homemakers, single parents, and single pregnant women the specialized services and individual attention they need to become employed, earn a living wage, and support their families. Congress has said that it wants to get rid of programs that don't work. These are programs that do work! The following are just a few brief examples:

An evaluation of ***Oregon's*** programs showed that employment and wages steadily rise each year following participation in a displaced homemaker/single parent program. Moreover, reliance on public assistance steadily declines each year. A follow-up survey revealed that 5 years after program completion, the percentage of those receiving welfare decreased by 50 percent.

In ***Florida***, 81 percent of participants earned incomes of less than $10,000 per year at the time of entry into a displaced homemaker/single parent program. After completing the program, the state found that 71 percent of participants were employed in Florida, earning an average income of $20,676 per year - ***doubling their incomes*** at the time of enrollment.

---

[2]NCWGE is a nonprofit organization of more than 50 organizations dedicated to working to improve educational opportunities and equality for women and girls. The Coalition on Women and Job Training is a nonprofit organization of more than 60 organizations devoted to ensuring that labor policies address the education, job training, and employment needs of women and girls. The joint Vocational Education Task Force for these coalitions has worked for many years to eliminate sex bias and sex stereotyping in vocational education and ensure that special programming is available for displaced homemakers, single parents and single pregnant women to succeed in vocational training and employment.

An ***Arizona*** follow-up survey revealed an increase in the median hourly wage from $4.50 to $6.00, and the median hours worked from 20 to 36 hours per week. Arizona also saw the percentage of participants in nontraditional jobs rise from 7 percent to 17 percent.

Georgia's "New Connections" displaced homemaker/single parent programs reported annual incomes of less than $11,000 when participants entered the program. Following program completion, the average salary for Georgia program graduates was $16,500 -- significantly more than the average placement salary for Georgia high school graduates of $9,084.

In ***Maine*** one out of every four displaced homemaker/single parent program participants received AFDC at intake in FY94; 57 percent earned incomes of less than $10,000 a year. In a six-month follow-up survey, 59 percent of respondents reported being employed, while 41 percent were enrolled in education. Twenty-eight percent of respondents were placed in employment *and* education.

In ***Pennsylvania*** 85 percent of participants were living at or below 150 percent of the poverty level at the time of enrollment. Only 4 percent of participants were employed, 14 percent were considered underemployed, and 82 percent were unemployed. Pennsylvania has calculated the savings that accrue to the state from displaced homemaker/single parent programs due solely to reductions in public assistance to be $1,966,524 per year -- **a 56 percent return to the state** on the total Perkins funds used for sex equity and displaced homemaker/single parent programs.

Many legislators have expressed the need to sacrifice investments in programs in order to reduce the deficit and balance the budget. Yet it seems illogical to cut programs which are successful *and* provide a substantial financial return on investments.

CONCLUSION

The data collected in this report clearly demonstrate that in the 11 years that the Perkins provisions have been in existence, funded programs have proven to be life-changing, transformative experiences for girls and women and their children. Programs offer families a chance to achieve economic independence. Through these family empowerment programs, displaced homemakers, single parents and single pregnant women can find the resources necessary to move from unemployment to high-skill and high-wage jobs, from economic dependence to economic self-sufficiency, from welfare recipients to taxpayers, and from "single parents" to family providers.

Perkins-funded programs stand apart from the federal milieu of vocational education and job training programs because they have managed to accomplish what so many other government programs have not: they have kept families together while facilitating economic independence. In addition, by increasing economic opportunities for women

and girls and placing them in high-skill, high-paying jobs, Perkins-funded family empowerment programs help revitalize an important segment of the American workforce and economy. By moving families off welfare, they save taxpayer money otherwise spent on public assistance benefits. By placing parents into jobs, they inspire a younger generation to grow up and become responsible, working citizens.

Despite the clear and steady progress these programs have made in sex equity and access for women and girls in the areas of vocational education, job training, and employment, the need for these programs persists. Employed women still are concentrated in low-paying occupations in which opportunities for advancement and higher wages are minimal. Girls continue to enroll in courses that will lead them to these occupations. Women still are struggling to preserve and support their families. Congress and the federal government must assure women and girls increasing opportunities in vocational education, job training, and employment.

RECOMMENDATIONS

Based on the need for maintaining services to women and girls in vocational education, and the proven success of sex equity and displaced homemaker/single parent programs, the Task Force suggests that the following recommendations be incorporated into any vocational education or job training reform efforts:

1. **Family Empowerment Programs must remain a focus of federal vocational education and job training initiatives.** Whether the Perkins Act passes the 104th Congress as a "reauthorization" or as part of a larger federal vocational education or job preparation program, the displaced homemaker/single parent and sex equity provisions must be retained at no less than the current funding level in order for families to continue to move from welfare to work, from dependency to self-sufficiency.

2. **The sex equity administrator position is vital to the success of family empowerment programs.** The funding of a full-time sex equity administrator is crucial to providing leadership on sex equity and family empowerment issues.

3. **Emphasize services to women and girls most in need.** Poor women, girls, and their families, regardless of where they live, must remain a focus of national job training and vocational education systems.

4. **Maintain the requirement that family empowerment funds be disseminated through a competitive process.** The competitive process has resulted in improved programming and accountability for the use of funds.

5. **Require uniform data collection.** Documenting the effectiveness of these programs nationally is hindered by the lack of comparable data across all states.

While many policymakers currently are grappling with broad problems that plague vocational education and job training programs, few have focused on the particular needs of women and girls. Nor has enough attention been given to family empowerment programs that successfully move families from welfare to work. Ignoring the needs of women and girls in the policymaking process risks marginalizing families at the state and local level. "Reform" that eliminates programs that have proven to be effective for women and girls is no reform at all. Thus, as reform efforts move forward, it is critical to preserve the mechanisms already in place that do work and make programs more responsive to the needs of women, girls, and their families. To discontinue funds or funding conditions at this point would send the incorrect message that women have achieved equal status in training, education and employment.

BACKGROUND

THE CURRENT LAW

As described previously, states use 10.5 percent of vocational education funds for services to women and girls; 3 percent for sex equity programs, 7 percent for displaced homemaker/single parent programs, and 0.5 percent to be floated between the two. In addition, at least $60,000 of state administration funds must be used to support a sex equity administrator. Prior to the 1984 enactment of the funding reserves, states used less than 1 percent of federal vocational education funds to provide specialized programming for women and girls.[3] Today, the 10.5 percent funding reserves are supporting programs for non-traditional education and vocational training, recruitment, counseling, placement, and retention. They are the factor that has enabled so many women and families to achieve economic stability.

According to the law, sex equity funds are to be used to provide: activities and programs designed to eliminate sex bias and stereotyping in vocational education; programs that enable women and girls to support themselves and their families; and support services such as transportation and dependent care. Displaced homemaker/single parent funds help programs: increase their capacity to provide displaced homemakers, single parents, and single pregnant women with marketable skills; expand outreach; and offer support services. Sex equity administrators: manage and monitor the funds; provide technical assistance to grantees; and review state and local plans for sex stereotyping and bias.

The 10.5 percent of Perkins funds is distributed by the state through a competitive process according to local and state priorities. States can award grants to community colleges, high schools, community-based organizations, or other qualified agencies or institutions. As a result, program design varies widely; some programs are fully integrated into the school system while others function separately. **The competitive process allows maximum flexibility at the state and local level, allowing programs to meet needs specific to the local community.**

As described in this report, funding provisions have proven essential in serving the needs of women and girls. Yet successful as these programs are, there is still a long way to go. This point becomes clearer when we examine gender gaps in the current labor market.

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[3]Committee on Education and Labor, *Hearing on H.R. 7, A bill to Extend the Carl D. Perkins Vocational Education Act, Hearings before the Subcommittee on Elementary, Secondary, and Vocational Education of the Committee on Education and Labor, One Hundred First Congress, First Session. Hearings held in Washington, DC, March 7, 9, 16, and 21, 1989,* Testimony of The National Coalition for Women and Girls in Education (Washington, D.C.: GPO, 1989), No.101-15, I:272.

THE PROBLEM

Traditional Work, Traditional Wages

> *"As a member of MRTC-Rochester's Equity Community Advisory Committee, and a female journey-level electrician, I support the continued service of the REACH Center and Equity Coordinator at MRTC-Rochester. ... As a former welfare recipient I feel I am speaking from experience when I make these statements. After receiving training in a non-traditional career field I was able to raise my three children with little or no support from any government agency. I credit this success to my ability to earn a decent wage and provide security and health care benefits. I do not feel this would have been possible if I had remained in the secretarial field. We must give women the opportunity to receive information about non-traditional career options and their self-supporting pay scales." - Dawn, former Minnesota Riverland Technical College, REACH (Retention, Equity And Career Help) participant; Rochester, Minnesota.*

Traditional coursework leads to low-wage jobs for young women.

Findings on current students by the National Assessment of Vocational Education (NAVE)[4] show vocational education majors to be highly sex-segregated, more so than postsecondary academic majors. In 1992, male students comprised 77 percent of enrollees in trade and industry courses (engineering, transportation, mechanics, construction), but only 30 percent of those in health and 24 percent in occupational home economics (cooking, child care).

The NAVE found that although business, marketing, technical programs now have relatively balanced enrollments, sex-stereotyping is still quite significant among students who concentrate in an area (i.e., those who are likely to be preparing for a job in that area rather than casual coursetaking). For example, technical education enrollment was 54 percent male, but 72 percent of those concentrating in technical education were male.

An analysis of Bureau of Labor Statistics data shows that, because of their overrepresentation in low-paying occupations, young women graduating from high school and going straight into the workforce can expect to take home paychecks that are 25 percent smaller than those of their male counterparts'.[5] Sales and administrative support jobs, in which over half of young women straight out of high school worked in recent years, pay an average weekly wage of $338, compared with $448 for trade and industry

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[4]Office of Educational Research and Improvement, U.S. Department of Education, *National Assessment of Vocational Education: Final Report to Congress* (Washington, D.C.:GPO, 1994), II:22.

[5]Wider Opportunities for Women, 1994.

jobs. Cosmetology, an almost exclusively female vocational education course of study, pays $247 per week; car repair, which is almost exclusively male, pays $717 per week.

According to the Bureau of Labor Statistics, in 1992, only 6.6 percent of all working women were employed in non-traditional occupations, yet women in these jobs earn 20-30 percent more than women in traditional occupations. 1990 census data revealed that displaced homemakers and single mothers are overrepresented in low-wage service jobs.[6]

Without these programs, women and girls are more likely to be stuck in lower-paying jobs that lead to economic instability. Yet encouraging women and girls to pursue high-wage careers is not the only supporting factor in the funding debate. Displaced homemaker/single parent and sex equity programs help women become self-sufficient, productive citizens -- a goal consistent with many other proposals seeking to move women from welfare to work.

Women, Welfare and Work

"After I finished my degree, [the program] helped me write a resume and gave me tips on where to apply for a job. I finished my degree in May, 1994. I was an honor student with a 3.6 GPA. I would never have believed that I could have done this, three years ago. ... I applied for a job in Iowa. They flew my son and me out there for testing and an interview. Two weeks later, they called and offered me a $45,000 job as an electrician. I'm going from AFDC to a good paying job. My life is changing and I could not have done it without the Single Parent-Homemaker Program." - Betty, University of Kentucky, Maysville Community College, Nontraditional Learning Center participant; Maysville, Kentucky.

Vocational education and job training are essential to moving women off welfare.

The average mother on Aid to Families with Dependent Children (AFDC, a federal cash assistance program for poor families), is 29 years old and has two children. Teenage mothers on AFDC comprise only 1 percent of all welfare mothers, and 91 percent of teen mothers live with their parents or other adults. While 43 percent of single mothers on welfare spend a significant amount of time working, they are likely to work in the lowest-wage female-dominated jobs. The most common occupations held by welfare mothers are traditionally low-paying ones such as cashiers, maids, waitresses, child care workers, and nursing aides.[7]

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[6]Women Work! The National Network for Women's Employment, *Women Work, Poverty Persists: A Status Report on Displaced Homemakers and Single Mothers in the United States* (Washington, D.C., 1994), 27-31.

[7]Institute for Women's Policy Research, *Welfare That Works*, (Washington, D.C., 1994).

The poverty rate for all adult householders in the US is 11 percent, compared with 42 percent for displaced homemakers and 44 percent for single mothers. The most important factor in determining the likelihood that displaced homemakers and single mothers will live in poverty is level of education. Sixty-five percent of displaced homemakers with only some high school are poor or near poor; this figure drops to 50 percent for displaced homemakers with a high school diploma. It drops to 29 percent for those with a college degree.[8]

Similarly, teen mothers are more likely to finish high school and postpone subsequent pregnancies when they are enrolled in school during pregnancy and after childbirth. Among high school dropouts, 44 percent of young women without a high school diploma are unemployed as compared to 35 percent of young men. [9]

"Before I came to the Career Resources and Supportive Service program at the College of Alameda, I was a single welfare mother of two children. This, I thought, was my calling in life. I did not believe I could ever get out of the welfare system. I had no skills of any kind (so I thought). When I did attempt to work, I barely made minimum wage. With this little amount of pay, the cost of high rent, food, and child care, I just was not able to survive. I gave up and got back on welfare again. There just was no way out. ... Thank goodness somebody told me about this special program that was offered at the COA. ... This program means a great deal to me. Without it I would still be stuck in the system. I am now in my second year of college with a 3.8 grade point average. I am majoring in wildlife biology. I also, with the help of the job search information, am doing volunteer work and paid summer work for my hands-on experience. ... This program is of great importance to all women like myself. Many of us, as you well know, are stuck in the welfare system. However, many of us would like to be a productive member of society. Yet, we don't know how. Thus, we become stuck in a vicious cycle. This program enables us to take control of our lives and to get the education and the careers we so much desire." - Terri, College of Alameda Single Parent & Displaced Homemakers Program participant; Oakland, California.

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[8]Women Work! The National Network for Women's Employment, *Women Work, Poverty Persists: A Status Report on Displaced Homemakers and Single Mothers in the United States* (Washington, D.C., 1994), 18.

[9]The Support Center For Educational Equity For young Mothers, *Improving Educational Opportunities For Pregnant and Parenting Students* (Academy For Educational Development, 1998), 3.

THE ASSESSMENT

ASSESSMENT DESCRIPTION

In order to evaluate the status of equity in vocational education, the Vocational Education Task Force of the NCWGE reviewed the sex equity and displaced homemaker/single parent systems in selected states across the country. The review consisted of lengthy interviews with ten sex equity administrators, as well as interviews with local sex equity and displaced homemaker/single parent grantees.

This report examines the use of, and the need for, the Perkins sex equity and displaced homemaker, single parent, and single pregnant women funding reserves. The study focuses on three components of the Perkins law:

- Sex equity programs (3 percent reserve)
- Displaced homemaker, single parent, and single pregnant women programs (7 percent reserve)
- Sex equity administrators and administration of the grants

A total of 34 local program operators were interviewed. Of those, 17 received sex equity grants, and 22 were recipients of a displaced homemaker, single parent, and single pregnant women grant.[10] Interviews were conducted at both the secondary and postsecondary level. Community-based organizations were also included in the assessment group.

To preserve the confidentiality of those interviewed, state names are not always included.

A major obstacle encountered by the Task Force in conducting this assessment was the lack of uniform data collection on participant enrollment and outcome status. Data broken down by sex, race, and socio-economic status was particularly scarce. The current Perkins law provides no direction concerning the collection of uniform data for the displaced homemaker/single parent and sex equity programs. As a result, it is not possible to conduct a national assessment that includes data from all states. However, many programs and states, on their own initiative, are documenting the effectiveness of these funding reserves.

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[10]Some programs received both a sex equity and a displaced homemaker grant.

In order to properly document the success of the sex equity and displaced homemaker/single parent funding reserves in increasing vocational education opportunities for women and girls, the Task Force reviewed outcome data from those states that are using sophisticated statewide data collection systems. The outcome data is a supplement to the findings gathered from the various interviews conducted with sex equity coordinators and local programs. The interviews, which focus on the need and use of existing funding reserves, assess various challenges to serving women and girls, and successful strategies used in overcoming those barriers. The outcome data documents program success rates in placing participants in employment and/or education, and in moving women, girls, and families off public assistance.

It should be noted that the Task Force did not in any way intend for this assessment to be interpreted as a statistical survey. Such an endeavor would be nearly impossible given the available data, time and resources. Rather, this report is a general review of the implementation, success of, and need for sex equity and displaced homemaker, single parent, and single pregnant women funding reserves in vocational education. The assessment brings together a wide variety of resources and materials to give a complete overview of the impact of the Perkins Act on women, girls and families.

ASSESSMENT FINDINGS

THE OUTCOMES

"In 1991, I became a displaced homemaker when I filed for divorce. At that time, I was in shock, and my self-esteem was so low that I believed I could not live without my husband. I was in such despair that I even thought about suicide. Through Renie Garcia y Griego and the Displaced Homemakers Program, I learned that there was hope and that I could survive. ... I might be dead or on welfare if not for the Displaced Homemakers Program. Instead, I learned through the program how to apply for and get jobs and how to act in interviews... Today, instead of being on welfare, I am working as a Development Officer for the Native American Scholarship Fund. I am a taxpayer." - Evelyn, Displaced Homemaker Program participant; Albuquerque, New Mexico.

Any Way You Count It

Nine states provided the Task Force with comprehensive enrollment and outcome data from displaced homemaker/single parent and sex equity programs. These nine states are **Arizona, Florida, Georgia, Idaho, Maine, Oregon, Pennsylvania, Tennessee, and Wisconsin.** The following are highlights from each of those states:

Oregon[11]

In Oregon the long-term impact of programs on participants is measured through follow-up surveys on a six-month, 12-month and two-year basis. Several programs within the state also conduct three, four and five-year follow-ups.

In the 93-94 program year, 1,429 people entered Oregon's displaced homemaker/single parent programs. The following tables document the long-term success of Oregon programs in increasing employment and wage rates, as well as long-term reduction in AFDC reliance.

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[11]Oregon Department of Education, *Single Parent and Displaced Homemaker Programs in Oregon* (Portland, Oregon: RMC Research Corporation, 1994), 22-64.

EMPLOYMENT STATUS	93-94 enrollees at entry	1993 enrollees at 6 months	92-93 enrollees at 1 year	91-92 enrollees at 2 years	90-91 enrollees at 3 years	89-90 enrollees at 4 years	88-89 enrollees at 5 years
Percent employed	28%	43%	49%	59%	58%	59%	71%
Median hourly wage	$6.00	$6.00	$6.06	$7.00	$7.00	$7.25	$7.45
Median hours/week	25	27	30	33	35	38	33

PERCENT ON AFDC	1993 enrollees (at 6 months)	92-93 enrollees	91-92 enrollees	90-91 enrollees	89-90 enrollees	88-89 enrollees
At Time of Entry	20%	26%	24%	26%	26%	29%
At Follow-up in 1993-94	23%	25%	14%	16%	17%	15%

Oregon's data shows that many positive outcomes are not readily noticeable until many months, and sometimes years, after program completion. These data show the importance of providing needed pre-employment skills and services, which often do not "pay off" until much later, when the participant has completed a training and/or educational program and entered a related field of employment.

Florida[12]

Florida's data collection system cross-references program graduates with records kept by Florida's Department of Labor. This way they are able to find every program graduate working for pay in the State of Florida. At the time of enrollment in a displaced homemaker/single parent and sex equity program 81 percent of 1992-1993 participants had an income of less than $10,000 a year. After completing the program, the state found that 71 percent of participants were employed in Florida, earning an average income of $20,676 per year - ***doubling their incomes*** at the time of enrollment. In addition, 22 percent of completers were continuing their education, including 15 percent of completers who were employed *and* continuing their education.

Arizona[13]

Over 2,200 people were served by Arizona's programs in 93-94. A six-month follow-up survey found that 56 percent of respondents were employed and 16 percent were job hunting. Fifty-eight percent of follow-up respondents reported being enrolled in vocational training. These percentages indicate that many displaced homemaker/single parent program participants were combining work with vocational training. Follow-up revealed an increase in the median hourly wage from $4.50 to $6.00, and the median

[12]Florida Equity Administration Office, 1995.

[13]Arizona Department of Education, *Arizona Annual Report on Equity in Vocational/Technological Education* (Phoenix, AZ, 1994), 45-76.

hours worked from 20 to 36 hours per week. Arizona also saw the percentage of participants in nontraditional jobs rise from 7 percent to 17 percent. In addition, 39 percent of participants had been upgraded in their jobs, and 38 percent indicated that they had upgraded their skills.

Georgia[14]

In the 1993-94 fiscal year, nearly 90 percent of participants in Georgia's "New Connections" displaced homemaker/single parent programs reported annual incomes of less than $11,000. Following program completion, the average salary for Georgia program graduates was $16,500 -- significantly more than the average placement salary for high school graduates of $9,084.

Tennessee[15]

Tennessee displaced homemaker/single parent programs enrolled 2,419 participants in the 93-94 fiscal year. Of those, 40 percent completed the program in that year, 43 percent were continuing in the program, and 16 percent left the program before completion. At the time of follow-up, 54 percent of completers were placed in full-time employment while 29 percent were planning to continue their education. The latter figure includes 56 (6 percent) completers who were continuing education while also working part-time. Seventeen per cent of completers were not placed at the time of follow up.

Wisconsin[16]

In the 1993-1994 fiscal year, Wisconsin displaced homemaker/single parent and sex equity programs enrolled 2,156 people, 41 percent of whom were receiving AFDC. Outcome data indicate that 34 percent of participants were employed full-time after program completion and 57 percent entered vocational training. This includes 28 percent of enrollees who entered into non-traditional training. At the end of the year, 26 percent of participants were continuing on in a program and had not yet been placed in education or employment.[17]

Maine[18]

One out of every four Maine displaced homemaker/single parent program participants received AFDC at intake in FY94; 57 percent earned less than $10,000 annually. In a six-month follow-up survey, 59 percent of respondents reported being employed, and 41

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[14]Georgia Department of Technical and Adult Education, *New Connections Single Parent and Displaced Homemaker Program: Linking Georgia to the Future* (Atlanta, GA, 1994), n. pag.

[15]Tennessee State Department of Education, *Annual Performance Report, Tennessee Sex Equity Programs, Division of Vocational-Technical Education, Fiscal Year 93-94* (Nashville, TN, 1994), n. pag.

[16] Wisconsin Technical College System, 1995.

[17] Outcome data does not add to 100% percent because many participants were placed in education *and* enrollment.

[18]Maine Displaced Homemakers Program, University of Maine at Augusta, 1994.

percent were enrolled in education. Moreover, 28 percent of respondents were placed in employment *and* education.

Idaho[19]
Idaho enrolled 3,015 people into displaced homemaker/single parent programs in FY94. Of those, 66 percent had annual incomes of less than $10,000 and 21 percent were receiving AFDC. After program completion, 64 percent of participants were placed into jobs and/or education. Almost 29 percent entered into employment, and 35 percent school or training. Over 9 percent entered nontraditional training.

Pennsylvania[20]
In the 93-94 program year, 85 percent of Pennsylvania participants were living at or below 150 percent of the poverty level. At the time of enrollment, only 4 percent of participants were employed, 14 percent were considered underemployed, and 82 percent were unemployed. Since programs are so successful in preparing women for placement into employment, and other education or training programs which lead to employment, these programs prove to be cost-effective. Pennsylvania has calculated the savings that accrue to the state from displaced homemaker/single parent programs because of reductions in public assistance. Participants terminating or reducing their need for public assistance resulted in savings to the state of $1,966,524 per year -- **a 56 percent return to the state** on the total Perkins funds used for sex equity and displaced homemaker/single parent programs. ***In one program, 30 clients terminated or reduced their government benefits resulting in an annual savings of $158,814 (about 80 percent of the Perkins funds received).*** Another program operator calculated that in one year, her program -- with an annual budget of $65,000 -- had saved the government $60,000 in welfare and unemployment benefits alone.

While challenged by the absence of a uniform system for collecting information across programs nationwide, the Task Force was able to gather relevant data from several of the local program operators interviewed. These reveal that an average of 65 percent of participants go on to find placements in employment, education, or training programs. It should be noted that the vast majority of displaced homemaker/single parent programs are not funded to provide job development or placement services, but rather to provide job-readiness skills and support services. A high placement rate of program participants demonstrates the success of these programs in facilitating the economic self-sufficiency of thousands of women across the country.

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[19]Idaho State Board of Vocational Education, 1995.

[20]Pennsylvania Department of Education, 1995.

DEMOGRAPHICS

Programs for displaced homemakers and single parents are clearly meeting the Perkins Act requirements to serve individuals with the greatest financial needs, whether or not those programs are located in schools or communities with high poverty indicators. This is because, as shown in census data, displaced homemakers and single parents are likely to be poor regardless of where they live.[21]

In a survey conducted by the National Alliance for Partnerships in Equity (NAPE), states were asked to submit data on populations served in state displaced homemaker/single parent programs. According to the survey, 65 percent of program participants were AFDC recipients.[22]

The following states provided the Task Force with specific data on disadvantaged populations served:

- In **Arizona**, 84 percent of participants earned less than $10,000 a year. The median annual income was $4,800.
- **Oregon** participants earned a median annual income of $8,244, with 82 percent qualifying as economically disadvantaged.
- Eighty-one percent of **Florida** participants earned annual incomes of under $10,000.
- **Georgia** data revealed that 89 percent of program participants earned under $11,000 per year.
- In **Illinois**, 82 percent of participants received annual incomes of less than $10,000.
- Seventy-seven percent of **Kentucky** participants were living under the poverty line.
- In **Idaho**, 66 percent of participants earned incomes of less than $10,000.
- Similarly, 57 percent of **Maine**'s participants earned less than $10,000.

Results from the survey also indicate that 68 percent of participants served were White, 18 percent Black, 9 percent Hispanic, 3 percent Native American, 2 percent Asian, and 1 percent other. In addition, 67 percent of participants qualified as economically disadvantaged.

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[21] Women Work! The National Network for Women's Employment, *Women Work, Poverty Persists: A Status Report on Displaced Homemakers and Single Mothers in the United States* (Washington, D.C., 1994), 16-23.

[22] See Appendix A for results of NAPE survey.

SUCCESSFUL STRATEGIES AND SERVICES

"The open and positive atmosphere created by the staff offered an opportunity for students to learn from each other. Each person was treated with dignity and respect and made to feel that she could and would succeed. ... St. Louis Community College is to be saluted for the fine contribution this program makes to the community by directing and equipping women for a better life, and I can't think of a better or more efficient way to spend tax dollars." - Former participant in the New Careers for Homemakers at St. Louis Community College, Missouri.

Displaced Homemaker, Single Parent, Single Pregnant Women Programs

Single parent, displaced homemaker, single pregnant women programs typically have an overriding mission to help women and girls gain the skills, experience, support, and self-esteem needed to become economically self-sufficient. Depending on a community's resources and needs, programs use a varied array of strategies to help women reach financial independence. As a result, a program in Manhattan will necessarily differ greatly from a program serving Lincoln County, Montana. The provisions allow maximum flexibility in the way states administer the requirements of the program. Despite differences between programs and states, this survey revealed that there are several successful strategies commonly used by displaced homemaker/single parent grantees.

- Displaced homemaker/single parent programs serve as model **one-stop career centers** for their participants. At these programs, women can receive an individualized package of services based on their specific needs. Services include: case management; career assessment and career development; basic skills training; pre-vocational training; job placement assistance; personal and group counseling; financial assistance including dependent care, transportation, tuition and school supplies; assistance in accessing and applying for school loans and grants; and referrals to related agencies. Much of the success of these programs is due to the fact that women can have most of their needs met at one location.

- Several program operators in this survey pointed out that providing **support services** to women is a necessity in ensuring their client's success. Women hoping to enter training programs often lack child care, elderly care, or funds for transportation. Other participants may have trouble paying for tuition and school supplies. In addition, many women and girls encounter cultural or language barriers when attempting to enter into vocational education. Displaced homemaker, single parent, and single pregnant women programs almost always provide some level of support services in order to help program participants mitigate these problems and focus on becoming self-sufficient.

Similarly, sex equity administrators were unequivocal in stressing that the best displaced homemaker/single parent programs provided comprehensive support services to meet the specialized needs of program participants. Support services, like child care, elder care, and transportation costs, are critical to the overall success of displaced homemaker/single parent program participants because they typically have many family responsibilities. Some programs have full-time counselors to deal with the range of problems facing participants, others provide mentors for participants. In the view of the sex equity administrators, these programs cannot be successful unless they have the flexibility to provide whatever support services participants need.

▸ **Personalized career counseling and support** are used by many programs to bring women to the point of increased self-esteem where they feel able to risk reentry into the workforce. Women not only face external barriers to self-sufficiency (e.g., lack of child care or transportation), they often must work through internal barriers. Women who have been out of the workforce for several years, who are without a high school diploma, who are dealing with cultural barriers to success, who are survivors of domestic violence, all may face high levels of apprehension in attempting to enter or reenter the workforce. By nurturing participants and providing them with personal support, programs help clients gain the confidence they need to be successful in the workplace.

▸ **Coordination with other resources** in the community is a commonly used strategy. Many program operators noted that it was vital to develop strong linkages with other government programs (welfare, Job Training Partnership Act, JOBS, Tech-Prep, housing, and School-To-Work), community-based organizations (such as domestic violence shelters as well as Rotary Clubs and other job-related organizations), schools, and businesses in order to coordinate services and avoid overlap. In **Oregon**, programs have linked with a local insurance company to provide free health insurance to hundreds of participants and their families. Programs often recruit local employers and other community leaders to serve on advisory boards, linking the program with the local economy. Developing relationships with other organizations also serves to increase awareness and enhance community support for women in these programs.

One **New York** program operator stated, "Because of these strong linkages, individuals can be referred easily to a variety of agencies which would best meet their needs." These programs are specially attuned to the needs of women and girls, and are therefore more effective in providing needed assistance than are other more general purpose job training referral and support services.

Displaced homemaker, single parent, and single pregnant women programs serve thousands of women every year. This survey found that the 19 programs which provided enrollment data had enrolled over 1800 individuals in the 1992-1993 year. In addition, these programs provided services to hundreds more women and girls who had received services, but had not enrolled fully in a program.

These programs receive very high ratings from their participants. A recent assessment of displaced homemaker/single parent program participants found that over 85 percent of clients rated their program as Excellent or Very Good. In addition, of those who had also participated in other government programs, nearly three out of every four rated the displaced homemaker/single parent program as "Much Better or Better".[22]

"After 20 years of marriage, I was getting a divorce. I felt worthless and inadequate. I was hospitalized for depression. ... There were three children depending on me. Somewhere along the way I had lost myself. Then I heard about the Career Development Program. Enrolling in this program changed my life. ... It was a struggle entering the job market after a 20-year absence, but I kept moving forward thanks to the program and the amazing people in it. I now have a good job, health insurance and can take care of my family." - Tina, Career Development Program participant; Owensboro, Kentucky.

Sex Equity Programs

Sex Equity programs work towards eliminating sex bias and sex stereotyping in vocational programs. Specifically, sex equity grantees facilitate the recruitment and retention of individuals into non-traditional programs. Current vocational enrollment levels show women and girls to be overwhelmingly enrolled in traditionally female-dominated vocational programs, which tend to lead to lower-skilled, low-wage jobs. By encouraging and supporting women to enter non-traditional fields, sex equity programs help women enter high-skilled, high-wage jobs, increasing their chances for economic independence.

"I am a 17 year-old junior in high school taking auto tech. There are 27 men and only 3 women in auto tech. Through Student Services at Essex Tech Center (Perkins-funded sex equity program), I completed a ropes course with other women in mostly-male areas of study. I loved it! Through the course, I learned to have confidence in myself and to trust other people. I also got to know the other women in auto tech. After high school, I plan to go to college and continue on as a diesel mechanic. ... I think it's really good for women to go into fields like auto tech." - Stacy, participant in Essex Tech Center Student Services, Essex, Vermont.

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[22]Women Work! The National Network for Women's Employment, *Satisfaction Guaranteed: Customers Speak Out on Displaced Homemaker and Single Parent Services, A Report on the Findings of a National Customer Satisfaction Assessment* (Washington, D.C., 1995), 1-8.

The sex equity programs use many of the same strategies as the displaced homemaker/single parent programs.

▸ Surveyed program operators stress that **intensive case management** is crucial to the success of individuals on non-traditional career paths. Girls and women who choose to enter a non-traditional field often have a particularly difficult time achieving their goals, and need extra personalized support to deal with issues specific to non-traditional job training, such as being unwelcome in that field, hostility from employers and co-workers, sexual harassment, and isolation.

A Montana program, brings women from all over the State to a 3-week intensive non-traditional training course. Community programs collaborate by paying for participants' transportation, room and board. Two weeks of the program deal with the realities of working in a non-traditional job, while the last week provides 40 hours of intensive hands-on training in a chosen track of carpentry, truckdriving, or hazardous waste disposal. On the average, 28 people-- union women, employers, members of the State Department of Transportation, and other professionals and instructors -- volunteer their time to make the program a success. The program can only afford to enroll 31 women, yet three times that number apply.

▸ Several sex equity administrators stated that **hands-on programs** that offer participants substantial mentoring and real skills are the most effective programs. Such programs are particularly effective because individual participants gain more confidence and receive more attention, and instructors learn more about the strengths and weaknesses of each participant.

▸ Providing **support services** is vital to ensuring that lower income individuals are able to participate in non-traditional training opportunities. Sex equity programs often help students with child care, transportation, or financial aid.

▸ Sex equity grantees **create linkages** to many other community agencies, schools, and industries in order to best serve their clients. One **Pennsylvania** sex equity grantee has a program, "Opportunity Knocks," in which members of the local Rotary Club conduct mock interviews with program participants, helping them to prepare for a real job search.

▸ In order to create an environment conducive to change in vocational education, many sex equity programs devote much energy to **increasing community awareness**. True progress in reaching equity in high-skill high-wage jobs will not occur until employers, agencies, and schools not only accept the need for sex equity, but take active, conscious steps to promote it. Some programs have launched media campaigns to educate their community. Others provide extensive technical assistance to local

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businesses, counselors, and educators. Two **Texas** program operators spoke to thousands of people in the 1993-1994 program year, educating their community on non-traditional careers for women and girls.

▸ According to many Sex Equity Administrators, sex equity programs are most successful in places where there is **a core group of "experts"** within the state committed to ensuring sex equity in vocational education programming. For example, **Wisconsin** has established a Vocational Equity Cadre which receives training several times each year on equity issues. Having a core group of administrators and educators who understand how programs can be shaped to serve women and girls enables states to pool their resources and institutionalize sex equity concepts throughout their programs. Moreover, it lessens the burden on the sex equity administrator who otherwise might be the only person in the state paying attention to these issues.

Eleven sex equity programs submitted enrollment data. Together, these enrolled nearly 1200 individuals in sex equity programs in 1992-1993. Several hundred others that were not enrolled also received services.

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In conclusion, the Perkins sex equity and displaced homemaker, single parent, and single pregnant women programs, working with schools, community colleges, sex-equity grantees, AFDC, and JTPA have gained valuable expertise in meeting the educational needs of women and girls. It is essential to retain what has been learned about the educational needs of women through these programs:

- orientation to the world of work: career awareness -- including high-wage, high-skill occupations and career development activities
- support services including dependent care, transportation, tuition, and educational materials to increase access to vocational education programs
- pre-vocational skills to gain access to technical and vocational training for employment in jobs which pay wages to support a family
- mentor support to succeed in jobs, especially high-wage occupations
- translated materials and English classes for women with limited English proficiency
- counseling activities regarding skills needed to enter vocational education and the job market

How Well Do Programs Provide Support Services?

"Jen was pregnant, homeless and living in a cardboard box with her boyfriend when she found and enrolled in Sullivan Co. BOCES Pregnant Teens Program. With the case worker's help, Jen applied for prenatal programs (WIC and GRASP). She did not miss one section of her studies, and had a healthy baby girl. With the support and services offered by the Pregnant Teens staff, Jen's boyfriend now has steady employment, Jen is an assistant food preparer in a local restaurant and they were married last Fall." - Research Project Assistant, Two Year College Development Center, State University of New York at Albany

Virtually all of the sex equity administrators make clear that the Perkins funds are vital to their efforts to provide support services for program participants. The availability of funds for support services is critical because many participants, particularly teen parents, are faced with a range of barriers that, if not covered through these funds, would prohibit their participation in these programs. For example, many participants do not have money for tuition, transportation to get to their program site, or for child or elder care. Other participants may need tutorial or language assistance to be successful in their programs. Moreover, unanticipated or emergency costs often arise during the course of a program. Sex equity administrators point out that funds for support services allows for much needed flexibility to ensure that women can participate fully in and complete programs.

Of **Oregon's** 1,429 participants, close to 40 percent were in need of child care. 60 percent needed transportation, and almost 40 percent housing. Oregon provided financial aid to 49 percent of participants in 1993-1994. Transportation assistance -- with a mean grant of $38.00 -- was received by 32 percent of participants, and child care -- with a mean grant of $160.00 -- by 18 percent. Tuition assistance -- a mean grant of $139.00 -- was provided to 19 percent of participants. Other types of aid, including books and supplies, emergency aid, housing, and clothing, were also provided.

Kentucky has a specific Single Parent/Homemaker Scholarship Program which provides grants for child care, transportation, tuition, and other books and supplies. Scholarships averaging $520.00 per semester were awarded to 349 people in FY94.

In **Illinois**, 26 percent of participants received child care assistance, 45 percent received transportation assistance, and 38 percent received tuition aid.

Utah provided tuition assistance to 23 percent of participants, child care to 8 percent, and transportation to 9 percent. Hundreds of other participants received other types of support services including books/supplies, clothing, tools, and other financial assistance.

In **Idaho** 54 percent of participants needed tuition assistance, 31 percent needed dependent care, and 15 percent needed transportation in order to attend school.

Programs In High Demand

While thousands of women are served by Perkins displaced homemaker/single parent and sex equity programs every year, thousands of others are waiting to be served. Many of the program operators interviewed complained that their programs simply did not have the capacity to serve all those requesting services. Programs are often forced to turn women away or place them on wait-lists. When asked what challenges programs faced in serving their community, well over half of the displaced homemaker/single parent program operators responded that they did not have the necessary funds and/or staff to serve the number of displaced homemakers and single parents in their area. Like the displaced homemaker/single parent programs, sex equity programs often do not have adequate resources to serve all who request assistance. One sex equity program operator noted that he received 160 referrals for the program, but could enroll only 50. The rest are on a wait-list.

Sex Equity Administrator Responsibilities: What Can be Done to Make Their Job More Effective?

Sex equity administrators have been an active voice in vocational education policy since the position was mandated in the 1976 Vocational Education Act. According to the 1990 law, sex equity administrators are fully responsible for managing and monitoring funds for sex equity and displaced homemaker/single parent programs. Within the limitations of available resources, administrators provide technical assistance to programs and agencies in the state to expand and ensure quality vocational opportunities for women and girls. They review state policies in order to motivate educational agencies to increase access to women and girls, and to reduce sex stereotyping in education and in training. While some administrators are able to carry out all or most of their responsibilities, several have not had the support necessary to properly fulfill their duties.

In terms of their responsibilities, the sex equity administrators stated that straightforward administrative duties, such as grant processing, were more easily accomplished because such tasks have defined steps, and administrators have clear authority over the projects. More difficult responsibilities include their obligations to stay on top of latest developments and information in the fields of sex equity, vocational education, and job training, and to stimulate awareness of that information across the state. Most administrators have little or no staff support. In interviews, several mentioned the fact that they are often the only repository for information and no one else in their state assists with the collection of data or other information. Several administrators noted that they must often combat negative attitudes and general resistance within their state. Others have been given only limited authority to make real changes in their state vocational education systems. **Sex equity administrators need staff and state support in order to fulfill the mandate of the law.**

Training and Staff Development

It is within the states' discretion to utilize reserve funds for staff development and training. Three of the surveyed states (Texas, South Carolina, and Pennsylvania) provide no funds for statewide staff development efforts. Other states provided some funds. In **New York,** for example, 11 percent of the funds are used for statewide staff development. Staff development and training is directed at administrators, instructors, and grant coordinators. Two of the states surveyed, **Michigan** and **Wisconsin**, have technical assistance grantees who help with staff development efforts. Topics addressed during the staff development and training programs include sexual and racial harassment and other issues related to gender/racial/ethnic diversity, non-traditional training and employment, childcare, and recent legislation like the School-to-Work Opportunities Act.

Program Funding: Are the Perkins Funds Necessary?

"I buried my husband on September 13, 1994. I was devastated, in shock and didn't know what to do. I was a traditional housewife who stayed home, raised children and did volunteer work. My job skills were 30 years out-of-date and I was too young for Social Security. I couldn't think straight. In fact I was so upset I was suicidal. ... What helped me the most at that time was the people at Odessa College in the Special Projects Office and the Displaced Homemakers Program. . . . . I am in college studying computers and enjoying it very much. I am no longer suicidal, which is a blessing to me and for my family and friends. ... I believe that I will get a better job after I am through college class which would have been impossible for me without the support I received." - Lori, Special Projects, Odessa College, Texas.

Without the Perkins set-asides, these services would not continue to be available to women and girls. Of the 34 programs surveyed, 22 received no funds other than Perkins money except in-kind support from an affiliated school. Eight organizations received small grants from private foundations. Only six received any sort of state or local funds. Program operators said that it was very difficult to find significant funding sources outside of Perkins. One operator had tried for four years to move from Perkins funds to private foundation grants, but to no avail.

The sex equity administrators make clear that efforts to ensure sex equity in vocational education programming in their state exist only because of Perkins funds. Specifically targeting funds for sex equity programs seems to be the only available mechanism to ensure that states spend money on such programs and reach participants in rural areas who otherwise would not be served. Several sex equity administrators are beginning to see real progress statewide because these funds have been consistently available each year.

"[If federal funds were not specifically targeted to sex equity and displaced homemakers, single parents, and single pregnant women] there would be a severe reduction in services and our efforts to assist at-risk girls from becoming teen parents would be eliminated. The coordinated services that we have brought together, JOBS, housing, JTPA, personnel, and vocational educators would probably not remain intact. We would be able to serve only a fraction of this population that we serve today. Our teen parent population would be the hardest hit. Through our efforts, hundreds of teen parents have finished high school and received training for entry-level jobs." - California State Sex Equity Administrator.

Most of the sex equity administrators depend almost exclusively on the Perkins funds to target sex equity and displaced homemaker/single parent programs. Some states do provide additional funding for programs, but the state funding is inconsistent. Five states (Pennsylvania, Michigan, Missouri, Montana, and New York) allocate additional state funds specifically for displaced homemaker programs, yet most programs are supported primarily by federal funds.

The sex equity administrators uniformly state that without these federal funds the targeted populations would not get services. Support services would vanish in all of the states, but the concerns of the sex equity administrators extended beyond support services to doubt that their states would focus any attention on sex equity. Other state education personnel seem uninterested in ensuring that programs are equitable and do not take the steps, without prodding and education by the sex equity administrator, to ensure that women and girls can participate fully in programs.

When asked what would happen if they did not receive Perkins funds, 30 out of 34 local programs stated they would be drastically cut back, or entirely shut down. No program would go unaffected. Ultimately, if funds were not set aside for these programs, fewer women would receive support services, fewer women would get the assistance they need to enter or reenter the workforce, fewer women would leave federal assistance programs, and in the words of a **Montana** program operator, "gender equity would dry up and go away."

RECOMMENDATIONS

"I am a single parent that has raised four children and a mentally retarded sister. When I found that my marriage no longer was there and we were without food, medical help or a roof, the Adult Vocational Training Project gave me the help and skills I needed to get work and support my family myself. I have seen my children grow, finish school, get jobs and it would not have been possible if the help I needed was not here." - "Sara," former participant of the Adult Vocational Training Project; Tucson, Arizona.

1. FAMILY EMPOWERMENT PROGRAMS MUST REMAIN A FOCUS OF FEDERAL VOCATIONAL EDUCATION AND JOB TRAINING INITIATIVES.

Independent, able individuals and strong stable families are the rewards of a successful national vocational education and job training agenda. Helping women and girls succeed in vocational education and employment ensures these outcomes. **The displaced homemaker/single parent and sex equity provisions must be retained at no less than the current funding level for families to continue to move from welfare to work, from dependency to self-sufficiency and for girls to enter the workforce prepared to become economically self-reliant.**

The displaced homemaker/single parent provision has made it possible for hundreds of thousands of individuals to participate and succeed in vocational training by reducing barriers and providing the specialized outreach, support, and counseling that women with families need to achieve financial independence.

The sex equity provision to eliminate sex bias and sex stereotyping expands the participation of women and girls in vocational courses that will lead to high wage jobs and family self-sufficiency. While some progress has been made, women and girls are still vastly underrepresented in math, science, computer, and technical careers -- careers which significantly increase their lifetime earnings and ability to provide for their families.

These are not issues that Congress can responsibly leave to individual states to decide to support. No state has come close to eliminating sex segregation in their enrollment patterns for technical careers and apprentice trades. Nor has any state come close to ensuring single parents the opportunity to become family providers. The increase in number of displaced homemakers and single parents over the past decade, and their pronounced need to earn a wage that will support a family, requires that these programs be continued.

Before these provisions were mandated in 1984, states used less than 1 percent of federal vocational education funds to support specialized programming for women and girls. Without a *strong* and *specific* commitment of funds and personnel, women and girls seeking higher wage jobs and escape from the dependency of welfare will not have access to vocational programs that provide the support services necessary to transition to gainful employment and financial independence. Congress should act to maintain the provisions and continue the progress that these programs have demonstrated.

2. THE SEX EQUITY ADMINISTRATOR POSITION IS VITAL TO THE SUCCESS OF SEX EQUITY AND FAMILY EMPOWERMENT PROGRAMS.

The funding of a full-time sex equity administrator is crucial to providing leadership on sex equity and family empowerment issues. This position is essential to the administration, coordination, and evaluation of the single parent and sex equity programs. Sex Equity Administrators manage the competitive process, monitor program implementation and provide technical assistance using the latest standards and strategies in the field of sex equity and vocational education. Equally important is the leadership and visibility that the position signals throughout the vocational system -- that local plans and activities will be reviewed and monitored to determine if progress is being made to eliminate current inequities and empower families. Sex Equity Administrators also play a key role in coordinating with other agencies and programs involved with services to the single parent population such as JOBS and JTPA.

Congress reaffirmed the need for equity and the sex equity administrator position through bi-partisan support and passage of the national School-to-Work Opportunities Act. This Act recognizes the importance of the position by mandating that the state sex equity administrator be involved in the planning and development of the state School-to-Work system. This mandate also argues for increased administrative support for the sex equity administrator's position. Too often, administrators are given assignments unrelated to their responsibilities as defined in the law and/or are not given the administrative authority to carry out their duties. The language of the reauthorized legislation should be tightened to prevent these occurrences.

Sex equity administrators are specialists in the area of sex equity in vocational education. Their expertise can and should continue to inform vocational education reform efforts with ways to assure equal opportunities regardless of sex and strategies for promoting family empowerment. Eliminating the position would be irresponsible and would shut down current progress toward sex equity.

3. EMPHASIZE SERVICES TO WOMEN AND GIRLS MOST IN NEED.

Poor women, girls, and their families, regardless of where they live, must remain a focus of national education, job training, and family empowerment initiatives. The Coalition supports the provision in current Perkins law which encourages providing services to individuals with the greatest financial need. This has been accomplished without having to target funds only to areas with high indicators of poverty or low income. Displaced homemakers, single parents and their families tend to be poor or near poor regardless of where they live, as documented in an analysis of Census data.[23] Data on participants in Perkins displaced homemaker/single parent programs show that individuals and families with financial needs predominate.

4. MAINTAIN THE REQUIREMENT THAT FAMILY EMPOWERMENT FUNDS BE DISSEMINATED THROUGH A COMPETITIVE PROCESS.

The competitive process has resulted in improved programming and accountability for the use of funds that promote family empowerment. Obviously, some communities have not recei ed funds under the competitive process; however, this was anticipated because of the limited amount of funds available. Where grants are provided, however, they are of sufficient size to provide a base of services necessary to allow women to provide for their families. The competitive process could be strengthened through training and technical assistance to communities that have not been successful in obtaining grant awards. Also, the competitive process can be managed to assure that grants are awarded in all areas of the state.

5. REQUIRE UNIFORM DATA COLLECTION.

Documenting the effectiveness of the Perkins programs nationally is hindered by the lack of comparable data across all states. Some states with comprehensive management information systems can provide excellent reports on program services and outcomes; many states cannot. In addition, the data are not necessarily comparable even among the states that are doing a good job. Accountability measures should delineate the specific data collection requirements that the Congress needs to determine how well programs are succeeding in promoting family economic independence. At a minimum, these requirements should, include data that can be disaggregated and crosstabulated by sex within race or ethnicity and socio-economic status.

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[23]Women Work! The National Network for Women's Employment, *Women Work, Poverty Persists: A Status Report on Displaced Homemakers and Single Mothers in the United States* (Washington, D.C., 1994), 16-23.

"I am a single mother and desperately working to get off welfare. With the help of the single parent/homemaker program, I am nearly halfway toward reaching my goal. I am currently a nursing student in the Vincennes University Associate Degree Nursing Program. The single parent/homemaker program has enabled me to purchase books, and has given me the support and encouragement I need to continue my education. Without the set asides to fund programs such as this, many women like me would be unable to achieve self-sufficiency for themselves and their families." - Amie, Vincennes University displaced homemaker program participant; Vincennes, Indiana.

Displaced homemaker/single parent and sex equity vocational education programs must be maintained so that women like Amie can continue to lift themselves and their families out of poverty and into economic independence.

APPENDIX A

NATIONAL ALLIANCE FOR PARTNERSHIPS IN EQUITY
SURVEY OF DISPLACED HOMEMAKER/SINGLE PARENT PROGRAMS

Demographics for 1993-1994 Fiscal Year
Totals as of 2/15/95

20 States, serving 87,817 individuals, include: AZ, DE, HI, ID, IL, IN, KY, MA, MS, MO, NE, NJ, NM, OH, OK, OR, PA, SC, UT, WI. 40% of states, 36% of population.

CATEGORY	Number	Percent
Sex[25]		
Female	71968	93.0
Male	5387	7.0
Race/Ethnicity[26]		
White	49754	68.3
Black	12914	17.7
Native American	1957	2.7
Hispanic	6276	8.6
Asian	1210	1.7
Other	782	1.1
Special Population Group[27]		
Single Parents	28298	49.4
Displaced Homemakers	22875	40.0
Single Pregnant Women	1583	2.8
Teenage Parents	4482	7.8

[25] All 20 states differentiated between male and female; 40% of states, 36% of the population.

[26] 19 of 20 states responded; 38% of states, 34% of population.

[27] 15 states differentiated between single parents, displaced homemakers, single pregnant women, and teenage parents; 30% of states, 29% of population.

People With Disabilities[27]	3142	5.8
Economically Disadvantaged[28]	38216	66.7
Educationally Disadvantaged[29]	18954	38.8
Incarcerated[30]	1165	2.6
Limited English Proficiency[31]	2774	5.6
Non-Traditional Student[32]	6384	14.0
AFDC Recipient[33]	37238	65.0

[27] 13 of 20 states responded; 26% of states, 23% of population.

[28] 14 of 20 states responded; 28% of states, 22% of population.

[29] 11 of 20 states responded; 22% of states, 18% of population.

[30] 10 of 20 states responded; 20% of states, 17% of population.

[31] 11 of 20 states responded; 22% of states, 22% of population.

[32] 11 of 20 states responded; 22% of states, 15% of population.

[33] 14 of 20 states responded; 28% of states, 27% of population.

APPENDIX B

RELEVANT SECTIONS OF THE CARL D. PERKINS VOCATIONAL AND APPLIED TECHNOLOGY AND EDUCATION ACT OF 1990

SEC. 102. WITHIN STATE ALLOCATION.

(a) PROGRAMS OTHER THAN STATE GRANTS.-From the allotment made to each State from funds appropriated under section 3(a) for each fiscal year-

(2) an amount equal to 10.5 percent of the allotment shall be available only for the program for single parents, displaced homemakers, and single pregnant women described in section 221 and the sex equity program described in section 222, of which-

(A) not less than 7 percent of such allotment shall be reserved for the program for single parents, displaced homemakers, and single pregnant women; and

(B) not less than 3 percent of such allotment shall be reserved for the sex equity program;

(4) the State may use for administration of the State plan an amount that does not exceed 5 percent of the allotment or $250,000, whichever is greater, of which-

(A) not less than $60,000 shall be available only for purposes of carrying out the provisions of section 111(b)(1);

SEC. 111. STATE ADMINISTRATION

(b)(1) Any State desiring to participate in the programs authorized by this Act shall assign one individual within the appropriate agency established or designated by the State board under the last sentence of subsection (a)(1) to administer vocational education programs within the State, to work full-time to assist the State board to fulfill the purposes of this Act by-

(A) administering the program of vocational education for single parents and homemakers described in section 221 and the sex equity programs described in section 222;

(B) gathering, analyzing, and disseminating data on the adequacy and effectiveness of vocational education programs in the State in meeting the education and employment needs of women (including preparation for employment in technical occupations, new and emerging occupational fields, and occupations regarded as nontraditional for women), and on the status of men and women students and employees in such programs;

(C) reviewing and commenting upon, and making recommendations concerning, the plans of local educational agencies, area vocational education schools, intermediate educational agencies, and postsecondary educational institutions to ensure that the needs of women and men for training in nontraditional jobs are met;

(D) reviewing vocational education programs (including career guidance and counseling) for sex stereotyping and sex bias, with particular attention to practices which tend to inhibit the entry of women in high technology occupations, and submitting (i) recommendations for inclusion in the State plan of programs and policies to overcome sex bias and sex stereotyping in such programs, and (ii) an assessment of the State's progress in meeting the purposes of this Act with regard to overcoming sex discrimination and sex stereotyping;

(E) reviewing proposed actions on grants, contracts, and the policies of the State board to ensure that the needs of women are addressed in the administration of this Act;

(F) developing recommendations for programs of information and outreach to women, concerning vocational education and employment opportunities for women (including opportunities for careers as technicians and skilled workers in technical fields and new and emerging occupational fields);

(G) providing technical assistance and advice to local educational agencies, postsecondary institutions, and other interested parties in the State, in expanding vocational opportunities for women;

(H) assisting administrators, instructors, and counselors in implementing programs and activities to increase access for women (including displaced homemakers and single heads of households) to vocational education and to increase male and female students' enrollment in nontraditional programs;

(I) developing an annual plan for the use of all funds available for such programs;

(J) managing the distribution of funds pursuant to section 223;

(K) monitoring the use of funds distributed to recipients under such programs; and

(L) evaluating the effectiveness of programs and activities supported by such funds.

SEC. 221. PROGRAMS FOR SINGLE PARENTS, DISPLACED HOMEMAKERS, AND SINGLE PREGNANT WOMEN.

(a) GENERAL AUTHORITY.-Each State shall use the amount reserved under section 102(a)(2)(A) only to-

(1) provide, subsidize, reimburse, or pay for preparatory services, including instruction in basic academic and occupational skills, necessary educational materials, and career guidance and counseling services, in preparation for vocational education and training that will furnish single parents, displaced homemakers, and single pregnant women with marketable skills;

(2) make grants to eligible recipients for expanding preparatory services and vocational education services when the expansion directly increases the eligible recipients' capacity for providing single parents, displaced homemakers, and single pregnant women with marketable skills;

(3) make grants to community-based organizations for the provision of preparatory services and vocational education services to single parents, displaced homemakers, and single pregnant women if the State determines that the community-based organization has demonstrated effectiveness in providing comparable or related services to single parents, displaced homemakers, and single pregnant women, taking into account the demonstrated performance of such an organization in terms of cost, the quality of training, and the characteristics of the participants;

(4) make preparatory services and vocational education and training more accessible to single parents, displaced homemakers, and single pregnant women by assisting such individuals with dependent care, transportation services, or special services and supplies, books, and materials, or by organizing and scheduling the programs so that such programs are more accessible; or

(5) provide information to single parents, displaced homemakers, and single pregnant women to inform such individuals of vocational education programs, related support services, and career counseli g.

(b) SETTINGS.-The programs and services described in subsection (a) may be provided in postsecondary or secondary school settings, including area vocational education schools, that serve single parents, displaced homemakers, and single pregnant women.

SEC. 222. SEX EQUITY PROGRAMS.

(a) GENERAL AUTHORITY.-Except as provided in subsection (b), each State shall use the amount reserved under section 102(a)(2)(B) only for-

(1) programs, services, comprehensive career guidance and counseling, and activities to eliminate sex bias and stereotyping in secondary and postsecondary vocational education;

(2) preparatory services and vocational education programs, services, and activities for girls and women, aged 14 through 25, designed to enable the participants to support themselves and their families; and

(3) support services for individuals participating in vocational education programs, services, and activities described in paragraphs (1) and (2), including dependent-care services and transportation.

The National Coalition For Women and Girls in Education (NCWGE) represents over fifty diverse national organizations committed to improving educational opportunities and equality for women and girls in all aspects of education. Coalition members include: Academy for Educational Development; American Association for the Advancement of Science; American Association of School Administrators; American Association of University Professors; American Association of University Women; American Civil Liberties Union; American Council on Education; American Educational Research Association; American Home Economics Association; American Psychological Association; Association for Women in Science; Association of Junior Leagues; Association of Teacher Educators; Business and Professional Women, USA; Center for Women Policy Studies; Council of Chief State School Officers; FairTest; Federation of Organizations for Professional Women; Feminist Majority Foundation; Girl Scouts of the USA; Girls, Incorporated; League of Women Voters; Ms. Foundation for Women; National Association for Asian and Pacific American Education; National Association for Girls and Women in Sports; National Association for Women in Education; National Coalition for Sex Equity in Education; National Commission of Working Women; National Council of Administrative Women in Education; National Council of Negro Women; National Education Association; National Organization for Women; NOW Legal Defense and Education Fund; National Research Council; National Womens' History Project; National Women's Law Center; National Women's Political Caucus; Organization of Pan Asian American Women; Parent and Teacher Association; Southern Coalition for Educational Equity; United Church of Christ Board for Homeland Ministries; United States Student Association; WAVE, Inc.; Wider Opportunities for Women; Women and Foundations, Corporate Philanthropy; Women's Legal Defense Fund; Women's Research and Education Institute; Women's Sports Foundation; and Women Work! The National Network for Women's Employment.

NCWGE

Washington, DC March, 1995